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(IK)

*You a Mel want to do a
wrap up of South USA Teacher?
Or sit there enough meat?*

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APPROVED BY P:JJSIS

AF/PPS = MR. BLANE = MR. EASUM

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EUR/RPM:MR CHRISTENSEN

L/UNA:MR STOWE

IO/UNP: MR BAKER

IO: AMB BUFFUM

EA/RA: MR GEBEP

EB/IFD/ODF:MR BELBARD; EB/IDF/DIA: MR R SMITH

AID/PPC: MR EDWARDS(SUBS); IO: DR MOREY

IO/PPR: MR NEIDLE

ARA = MR. MCNEIL

EUR = MR. GOOT

ACDA/IR-MR. MAYHEW

PM/DCA: MR SALMON

IO: AMB BLAKE

S/S: JPMOFFAT

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FM SECSTATE WASHDC

TO ALL DIPLOMATIC POSTS PRIORITY

AMEMBASSY SUVA BY POUCH

AMEMBASSY NICOSIA BY POUCH

AMEMBASSY ANKARA BY POUCH

AMEMBASSY ATHENS BY POUCH

XMT AMEMBASSY SUVA

AMEMBASSY NICOSIA

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AMEMBASSY ANKARA
AMEMBASSY ATHENS
USMISSION BERLIN
USMISSION EC BRUSSELS
USMISSION IAEA VIENNA
USMISSION OECD PARIS
AMEMBASSY TAIPEI

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BEIRUT PASS TO BAGHDAD; DAKAR PASS TO NOUAKCHOTT

E.O. 11652: GDS
TAGS: PFOR, UN
SUBJECT: KEY ISSUES AT 29TH UNGA

1. 29TH UN GENERAL ASSEMBLY (UNGA) WILL OPEN SEPTEMBER 17. AS IN RECENT YEARS, SESSION LIKELY TO BE DOMINATED BY CONCERNS OF NON-ALIGNED AND DEVELOPING COUNTRIES (LDC'S), PARTICULARLY AS REFLECTED BY MORE ACTIVIST LEADERS. FOR LARGE MAJORITY OF WORLD'S POORER AND EX-COLONIAL NATIONS, WHO FEEL STRONG NEED TO REDRESS THEIR LACK OF POLITICAL, MILITARY, OR ECONOMIC POWER AND INFLUENCE, UNGA SEEMS INTERNATIONAL ARENA WHERE THEIR "POWER" CAN BE EXPRESSED BY VOTES. HERE THEY HOPE TO USE THEIR VOTING MAJORITY TO FORCE DEVELOPED COUNTRIES (DC'S) TO PAY MORE ATTENTION TO THEIR VIEWS AND COMMIT DC'S TO SHARING MORE OF THEIR WEALTH. MAINTENANCE OF NON-ALIGNED COHESION IS ESSENTIAL POLITICAL FACTOR FOR THEM. CHARGE THAT WE ARE ATTEMPTING TO DIVIDE LDC'S IS OFTEN QUITE ENOUGH TO FRIGHTEN LDC'S AWAY FROM CLOSE COOPERATION WITH DC'S. THIS GIVES USG AND OTHER DC'S LITTLE ROOM FOR MANEUVER, EVEN WHEN LDC NATIONS IMPINGE ON IMPORTANT US INTERESTS.

2. LDC UNITY MAY BEGIN TO FALTER, PARTICULARLY AS RESOURCE-POOR LDC'S COME TO RESENT OIL AND RESOURCE-RICH ONES. HOWEVER, THAT TIME HAS NOT YET COME AS POORER COUNTRIES STILL HOPE TO GAIN RESOURCES FROM OIL STATES PRINCIPALLY BY FRIENDSHIP RATHER THAN PRESSURE. MOREOVER, DC'S THEMSELVES

WORK UNDER RESTRAINTS IN COMBINING AGAINST LDC BLOC

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ACTION) SOME RETAIN SPECIAL RELATIONSHIPS WITH EX-COLONIAL AREAS AND MOST ARE DEPENDENT ON OIL AND OTHER RAW MATERIALS.

3. IN FACE OF GROWING LDC DOMINATION OF GENERAL ASSEMBLY WE HAVE IN RECENT YEARS ADOPTED LARGELY DAMAGE-LIMITING STRATEGY, OPTING OUT OF EARLIER POLICY OF LEADERSHIP. WEAKNESS OF THIS APPROACH WAS ITS DEFENSIVENESS, INCONSISTENCY WITH WIDELY PERCEIVED US LEADERSHIP ROLE, AND INABILITY TO PRODUCE POSITIVE RESULTS. ON SOME ISSUES, SUCH AN APPROACH MAY BE UNAVOIDABLE. ON WHOLE, HOWEVER, OUR ASSESSMENT OF SIXTH SPECIAL SESSION AND REVIEW OF MANY EXCELLENT COMMENTS FROM FIELD ON NON-ALIGNED ISSUES (STATE 99105 AND 194050) LEAD US TO CONCLUDE U.S. INTERESTS WOULD BE BETTER SERVED BY MORE ACTIVE AND POSITIVE APPROACH.

4. U.S. OBJECTIVE AT 29TH GA WILL BE TO ENCOURAGE UN TO TAKE STEPS WHICH ARE RIPE FOR ACHIEVEMENT AND WHICH CAN BE OF PRACTICAL BENEFIT TO A MAJORITY OF ITS MEMBERS. BY STRESSING PROGRAMS IN WHICH NON-ALIGNED THEMSELVES SHOULD BE PRINCIPAL BENEFICIARIES, BY EMPHASIZING OUR OPPOSITION TO RACISM AND RESIDUAL COLONIALISM, WE HOPE TO REDUCE EXTENT OF CONFRONTATION WITH NON-ALIGNED GROUP.

5. AT SAME TIME, WE WILL STRONGLY OPPOSE ACTIONS CLEARLY PREJUDICIAL TO US INTERESTS; EVEN THOUGH THIS COULD BRING US INTO SOME CONFLICT WITH LDC'S AND NON-ALIGNED GROUP. WE MUST FOR EXAMPLE, SEEK LDC RECOGNITION THAT THE WORLD'S ECONOMIC AND FINANCIAL SYSTEM CANNOT BE REMADE OVERNIGHT. LIKEWISE, WE WILL OPPOSE PROPOSALS FOR UNREALISTIC MANDATORY ACTION BY SC. WE WILL NOT HESITATE TO REGISTER NEGATIVE VOTES ON ILL-CONCEIVED PARAGRAPHS IN RESOLUTIONS WHICH WE MAY NOT WISH TO OPPOSE AS A WHOLE. WE WILL ALSO CONTINUE SEEK GREATER UNDERSTANDING OF FACT THAT INTERNATIONAL ORGANIZATIONS CANNOT, IN LONGER RUN, ADOPT PROGRAMS OF LDC MAJORITY OVER OPPOSITION OF MEMBERS WHOSE FINANCIAL SUPPORT IS REQUIRED. WE WILL URGE MORE EFFICIENT USE OF INTERNATIONAL ORGANIZATIONS, PARTICULARLY TECHNICAL ORGANS, FOR INTENDED PURPOSES AND GREATER RESPECT FOR PROPER PARLIAMENTARY PROCEDURES AND FOR THE

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VIEWS OF THE NUMERICAL MINORITY.

6. WITHIN THESE LIMITS, WE WILL SEEK EXERCISE MORE POSITIVE LEADERSHIP. PURPOSE OF THIS MESSAGE IS TO GIVE KEY OFFICIALS ANALYSIS OF OUR OVER-ALL GA OBJECTIVES PLUS OUR VIEWS ON KEY ISSUES, FOR USE, WHERE APPROPRIATE, IN DISCUSSING FORTHCOMING GA WITH HOST GOVERNMENT. (FYI: WE HAVE CONSULTED WITH UK AND WILL HOLD MORE DETAILED CONSULTATIONS WITH CANADA, JAPAN, ALL NATO COUNTRIES COLLECTIVELY, SEVERAL SCANDINAVIAN COUNTRIES, AND MEXICO, COSTA RICA, VENEZUELA, COLOMBIA, PERU, CHILE, ARGENTINA AND BRAZIL, AS REPRESENTATIVE LA'S. USUN WILL ALSO CONSULT WITH USSR AND PRC JUST PRIOR TO GA OPENING.)

7. WHICH OF THESE ISSUES SHOULD BE DISCUSSED AS WELL AS LEVEL AT WHICH THEY RAISED IS LEFT TO DISCRETION OF CHIEF OF MISSION. TO ONE DEGREE OR ANOTHER, WE WOULD EXPECT SOME DISCUSSION WITH ALL FRIENDLY GOVERNMENTS. IN ADDITION, WE WOULD LIKE TO CONVEY A FEELING THAT USG IS SPECIFICALLY INTERESTED IN CONSULTATIONS WITH COUNTRIES AS INDIA, IRAN, YUGOSLAVIA, ALGERIA, EGYPT, INDONESIA, AND NIGERIA, COUNTRIES WITH WHOM WE SHARE IMPORTANT BILATERAL INTERESTS. OBJECTIVE IS NOT MERELY TO MOBILIZE SUPPORT BUT TO LEARN HOW THEY VIEW UPCOMING SESSION, AND OF COURSE YOUR REPORTS SHOULD BE INFO USUN.

8. SOUTH AFRICA: SINCE 1970, UNGA ANNUALLY HAS VOTED TO AMEND CREDENTIALS COMMITTEE'S REPORT SO AS TO REJECT SOUTH AFRICA'S CREDENTIALS. SINCE THEN, GA PRESIDENTS HAVE RULED THAT SUCH VOTE CONSTITUTES CONDEMNATION OF AND WARNING TO SOUTH AFRICA, BUT THAT AS CREDENTIALS CORRECTLY SUBMITTED IN ACCORDANCE WITH RULES OF PROCEDURE, VOTE HAS NO PRACTICAL EFFECT. WITH ALGERIAN FOREIGN MINISTER THIS YEAR'S GA PRESIDENT THIS RULING MIGHT NOT BE MADE OR, IF MADE, MIGHT BE PUT TO VOTE ON AFRICAN INITIATIVE. AFRICANS MAY TRY TO OBTAIN EXCLUSION OF SOUTH AFRICA FROM ASSEMBLY OR COULD ASK SC TO CONSIDER SUSPENSION OR EXPULSION UNDER ARTICLES 5 OR 6 OF CHARTER. US OBJECTIVE IS TO AVOID EITHER RESULT.

POSTS SHOULD URGE HOST GOVERNMENTS EXAMINE CAREFULLY IMPACT

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OF DAMAGING PRECEDENT WHICH MIGHT BE ESTABLISHED FOR ALL GOVERNMENTS AND POSSIBLE DAMAGE TO UN IF MEMBER STATE EXPELLED BECAUSE OF DISAGREEMENT WITH ITS INTERNAL POLICIES. PRESSURE SHOULD BE MAINTAINED ON SOUTH AFRICAN GOVERNMENT THROUGH UN ORGANIZATIONS IN WHICH SOUTH AFRICA MUST BE PRESENT IF PRESSURE IS TO HAVE EFFECT. POSTS SHOULD ASSURE HOST GOVERNMENTS THAT USG OPPOSITION TO EXPULSION OF SOUTH AFRICA IN NO WAY ALTERS OUR STRONG OPPOSITION TO APARTHEID AND THAT USG CONTINUES TAKE LEADING ROLE IN EFFORTS TO FOSTER RACIAL EQUALITY IN SOUTH AFRICA (E.G. EQUAL PAY FOR NON-WHITES IN US-OWNED FACTORIES IN SOUTH AFRICA, ASSIGNMENT OF BLACK OFFICERS TO US DIPLOMATIC POSTS THERE, AND CONTACTS WITH ALL RACES.)

9. PORTUGUESE TERRITORIES: WE ARE ENCOURAGED BY PORTUGAL'S DECISION OFFER INDEPENDENCE TO ANGOLA, G-B AND MOZAMBIQUE. GOP IS RESISTING SOUTH AFRICAN OR RHODESIAN INFLUENCE AND CONSULTING WITH AFRICANS.

POSTS SHOULD INDICATE WE SUPPORT COMPLETION OF THIS PROCESS AS RAPIDLY AS REALITIES IN THOSE COUNTRIES AND PORTUGAL PERMIT AND WE LOOK FORWARD TO GOOD RELATIONS WITH THESE NEW STATES. WE BELIEVE PORTUGAL ACTING IN GOOD FAITH AND HER DELICATE TASK SHOULD NOT BE COMPLICATED BY HORTATORY UNGA RESOLUTIONS. INTERESTED STATES SHOULD RESPOND WITH CONSIDERED ADVICE AND ASSISTANCE RATHER THAN PUBLIC PRESSURES.

10. RHODESIA: GA MAY AGAIN CALL ON UK TO TAKE EFFECTIVE ACTION TO ELIMINATE SMITH REGIME AND MAY CALL FOR AID TO RHODESIAN LIBERATION MOVEMENTS. IF ASKED, POSTS MAY SAY US REMAINS SYMPATHETIC TO CONCERNS OF AFRICANS UNDERLYING PROPOSALS ON RHODESIA BUT MUST CONTINUE TO OPPOSE EXTREME SUGGESTIONS FOR ACTION AGAINST RHODESIA. OUR POSITION ON RESOLUTIONS WILL DEPEND ON LANGUAGE OF DRAFT TEXTS.

11. NAMIBIA: INDICATIONS ARE SOUTH AFRICA DOES NOT INTEND LIVE UP TO ASSURANCES ON EVENTUAL SELF-DETERMINATION FOR NAMIBIA IT GAVE TO UNSYG IN APRIL 1973. GA ALSO LIKELY TO CONDEMN FOREIGN INVESTMENT IN AND TRADE WITH NAMIBIA AND MAY CALL FOR SANCTIONS AGAINST SOUTH AFRICA TO INDUCE

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WITHDRAWAL FROM TERRITORY. US ACCEPTS CONCLUSION OF 1971 ICJ DECISION THAT SOUTH AFRICA OBLIGED TO WITHDRAW FROM NAMIBIA, AND HAS INDICATED TO SOUTH AFRICA CONCERN ABOUT REPRESSION OF PEACEFUL POLITICAL ACTIVITY IN NAMIBIA. NONETHELESS WE DO NOT BELIEVE SANCTIONS WOULD BE EFFECTIVE IN REMOVING SOUTH AFRICA FROM NAMIBIA, AND OUR ASSESSMENT HAS BEEN THAT SOUTH AFRICA COULD SURVIVE ECONOMICALLY EVEN IF EFFECTIVE SANCTIONS COULD BE ADOPTED. OUR VOTES WILL BE DETERMINED BY WORDING OF RESOLUTIONS.

12. KHMER CREDENTIALS: DEPT CONSIDERS THIS POTENTIALLY MOST TROUBLESOME POLITICAL ISSUE AT 29TH GA. KHMER REPRESENTATION ITEM, DEFERRED BY NARROW VOTE LAST YEAR TO 29TH UNGA, WILL AGAIN BE CLOSELY CONTESTED. GKR IS CONSIDERING WITH ITS ASEAN SUPPORTERS WHAT KIND OF POSITIVE RESOLUTION MIGHT CONTRIBUTE TO RESTORING PEACE IN CAMBODIA AND TO DEFERRING SHOWDOWN VOTE IN GA BETWEEN IT AND SIHANOUK EXILE REGIME. IN VIEW IMPORTANCE OF ISSUE, US WILL ASSIST IN

EVERY WAY POSSIBLE AND GIVE HIGH PRIORITY TO AVOIDING LOSS OF GKR SEAT, WHICH COULD HAVE SERIOUS CONSEQUENCES IN CAMBODIA. WE HOPE THAT ASEAN COUNTRIES WILL BE IN LEAD.

IN PRE-UNGA CONSULTATIONS, POSTS SHOULD EMPHASIZE STRONGLY HELD US VIEW THAT KHMER PEOPLE, NOT GA SHOULD DECIDE WHO IS TO REPRESENT THEM. YOU SHOULD STRESS GRUNK LACKS ATTRIBUTES OF A GOVERNMENT AND DOES NOT CONTROL COUNTRY'S PRINCIPAL POPULATION CENTERS. GKR HAS REPEATEDLY EXPRESSED WILLINGNESS TO NEGOTIATE AN END TO THE FIGHTING. POSTS SHOULD REVIEW GUIDANCE IN STATE 62535 OF MARCH 28, 1974 AND ASSESS THEIR EFFORTS TO DATE WITH HOST GOVERNMENTS RAISING ISSUE AGAIN IN CONTEXT OF UPCOMING UNGA ITEM IF HOST GOVERNMENT'S POSITION IN DOUBT OR SUBJECT TO PERSUASION. EVEN IN COUNTRIES CERTAIN TO OPPOSE GKR, WHERE WE WOULD NOT WANT TO DISCUSS STRATEGY, WE ANXIOUS TO EMPHASIZE IMPORTANCE WHICH WE ATTACH TO GETTING CAMBODIANS TO SOLVE THEIR OWN PROBLEMS. (FURTHER INSTRUCTIONS WILL BE SENT ON KHMER ISSUE, BUT POSTS SHOULD PROCEED NOW TO PRESENT FOREGOING POINTS.)

13. KOREA: NORTH KOREAN FRIENDS INSCRIBED ITEM AUGUST 16 DEMANDING TERMINATION OF UN COMMAND AND WITHDRAWAL OF US

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TROOPS FROM SOUTH KOREA.

POSTS MAY SAY WE SEE NO VALID REASON TO REOPEN DEBATE THIS YEAR BECAUSE OF CONSENSUS STATEMENT AT 28TH UNGA WHICH URGED CONTINUATION OF SOUTH-NORTH DIALOGUE, AND DISSOLVED UN COMMISSION FOR THE UNIFICATION AND REHABILITATION OF KOREA WHICH THE COMMISSION ITSELF RECOMMENDED. AS AMBASSADOR SCALI TOLD THE 28TH GA, WE ARE READY, AND WE KNOW THAT THE ROK IS READY, TO CONSIDER EFFECTIVE ALTERNATIVE ARRANGEMENTS FOR MAINTAINING THE ARMISTICE AGREEMENT IN KOREA. US TROOPS ARE IN ROK PURSUANT TO BILATERAL TREATY AND WILL STAY THERE AS LONG AS NEEDED OR WANTED; UNC AND US-ROK SECURITY ARRANGEMENTS NOT APPROPRIATE QUESTIONS FOR UNGA. WE WILL VIGOROUSLY OPPOSE NORTH KOREAN ITEM.

14. HUMAN RIGHTS: HUMAN RIGHTS ISSUES ARE RECEIVING INCREASING ATTENTION BOTH BY CONGRESS AND PUBLIC IN US AND IN INTERNATIONAL FORA WITH FOCUS ON ALLEGED GROSS VIOLATIONS IN SPECIFIC COUNTRIES. IT IS OUR DESIRE AT 29TH GA TO DEMONSTRATE OUR CONCERN ABOUT HUMAN RIGHTS IN ALL AREAS OF WORLD IN WAYS WHICH CAN LEAD TO EFFECTIVE MEASURES, BUT AVOID PUTTING UNDUE STRAINS ON BILATERAL RELATIONS.

ONE MEASURE OF GREAT IMPORTANCE IS PASSAGE OF DECLARATION ON ELIMINATION OF ALL FORMS OF RELIGIOUS INTOLERANCE,

WHICH WE STRONGLY SUPPORT BUT WHICH HAS BEEN DELAYED BY COMMUNIST STATES. WE WILL URGE 29TH UNGA TO COMPLETE DRAFT IMMEDIATELY.

TORTURE IS GROWING HUMAN RIGHTS PROBLEM, AND REQUIRES ATTENTION BY UN. WE HOPE SUPPORT RESOLUTION WHICH WILL ASK HUMAN RIGHTS COMMISSION FOR RECOMMENDATION ON NATIONAL MEASURES TO STRENGTHEN PROTECTION OF PERSONS UNDER DETENTION.

15. MIDDLE EAST: THE SITUATION IN THE MIDDLE EAST WILL BE ON THE 29TH UNGA AGENDA, DEBATE HAVING BEEN DEFERRED AT THE 28TH GA BECAUSE OF SO DELIBERATIONS ON THE

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ME WAR. WE DO NOT KNOW ARAB INTENTIONS. HOWEVER, ARABS HAVE TRADITIONALLY FOUND THIS ITEM AN IDEAL PROPAGANDA FORUM BECAUSE OF PRO-ARAB ATTITUDE VAST MAJORITY UNGA.

POSTS SHOULD REMIND HOST GOVERNMENTS OF PROGRESS TOWARD PEACE ACHIEVED THUS FAR AND EMPHASIZE THAT DELICATE NEGOTIATING PROCESS WHICH IS CONTINUING SHOULD NOT BE IN ANY WAY JEOPARDIZED BY POLEMICAL ME DEBATES IN UN. IF HOST COUNTRY RECEPTIVE TO US POSITION, POST SHOULD REQUEST GOVERNMENT TO USE ITS INFLUENCE TO PERSUADE ITS FRIENDS AT UN TO AVOID ME RHETORIC IN UNGA WHILE NEGOTIATIONS CONTINUE.

16. UNRWA: SPECIAL CONTRIBUTIONS OF DOLS 4.2 MILLION FROM THE US AND DOLS 7.9 MILLION FROM THE EEC PREVENTED IN 1974 ANY FURTHER INCREASE IN UNRWA'S ACCUMULATED DEFICIT. HOWEVER, INFLATION IN UNRWA'S COSTS CONTINUES TO OUTSTRIP ITS REGULAR INCOME FROM VOLUNTARY CONTRIBUTIONS. THIS FINANCIAL INSTABILITY ENDANGERS THE AGENCY'S FUTURE AND LIMITS THE EXTENT OF THE HUMANITARIAN SERVICES IT PROVIDES TO SOME 1,560,000 PALESTINIAN REFUGEES. THE UNITED STATES BELIEVES THAT UNRWA'S FINANCES SHOULD BE RESTORED TO ENSURE THE CONTINUANCE OF THESE SERVICES. POSTS SHOULD EXPRESS OUR SENSE OF URGENCY OVER UNRWA'S FINANCIAL PLIGHT, AND OUR APPRECIATION OF THE VALUE UNRWA'S WORK, AND REQUEST ARAB GOVERNMENTS, PARTICULARLY THOSE PROFITING FROM OIL PRICE INCREASES, TO SERIOUSLY CONSIDER INCREASING PRESENT OR MAKING NEW CONTRIBUTIONS TO UNRWA.

17. UNEF/UNDOF FINANCING: ASSUMING SC RENEWS PRESENT UNEF AND UNDOF MANDATES IN FALL, 29TH UNGA WILL HAVE TO DECIDE HOW TO FUND UNEF/UNDOF AND WILL ALSO DISCUSS A FORMULA FOR REIMBURSING TROOP CONTRIBUTORS. SOVIETS WILL SEEK TO SHIFT GREATER PORTION OF COSTS TO WEOS

AND US BY INSISTING ON AN ASSESSMENT FORMULA BASED ON NATIONAL INCOME. EUROPEAN POSTS SHOULD POINT OUT, AND OTHERS MAY DO SO AS APPROPRIATE THAT THE 1973 FUNDING FORMULA DEvised FOR UNEF SHOULD BE CONTINUED FOR UNEF AND APPLIED TO UNDOF SINCE IT IS AN ACCEPTABLE

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COMPROMISE WHICH BOTH RECOGNIZES THE SPECIAL RESPONSIBILITY OF PERMANENT MEMBERS OF SECURITY COUNCIL FOR MAINTENANCE OF INTERNATIONAL PEACE AND SECURITY AND OBSERVES THE PRINCIPLE OF COLLECTIVE FINANCIAL RESPONSIBILITY OF ENTIRE UN MEMBERSHIP.

REIMBURSEMENT TO TROOP CONTRIBUTORS WILL BE TAKEN UP IN BUDGET (5TH) COMMITTEE. WE BELIEVE GOAL OF MOST UN MEMBERS WILL BE MAINTENANCE OF EFFECTIVE UN PEACEKEEPING AT LOWEST POSSIBLE COST. THUS, WE FAVOR REIMBURSEMENTS TO TROOP-CONTRIBUTING MEMBERS AT A LEVEL SUFFICIENT TO COMPENSATE THEM FOR ADDITIONAL, EXTRAORDINARY COSTS AND TO ENCOURAGE EFFECTIVE PARTICIPATION IN UN PEACEKEEPING WITHOUT ALLOWING SOME TROOP CONTRIBUTORS TO REAP WINDFALL PROFITS. WE HOPE SYG'S RECOMMENDATIONS TO GA WILL BE IN LINE WITH THESE CRITERIA.

18. DISARMAMENT: MAY 18 INDIAN EXPLOSION OF A NUCLEAR DEVICE LIKELY TO ALTER PROSPECTS FOR LARGELY STATIC UNGA DISARMAMENT DEBATE. INDIAN TEST AFFECTS NON-PROLIFERATION TREATY (NPT) ADHERENCE, 1975 NPT REVIEW CONFERENCE, COMPREHENSIVE TEST BAN (CTB), INDIAN OCEAN PEACE ZONE (IOPZ), AND MIDDLE EAST NUCLEAR FREE ZONE (MENFZ) ITEM SUBMITTED BY IRAN ON JULY 15. HOWEVER, EFFECT ON EACH OF THESE ISSUES IS HARD TO PREDICT. SOME CONTEND THAT RECENT US UNDERTAKINGS TO EXPORT NUCLEAR REACTORS TO NON-NPT PARTIES, EGYPT AND ISRAEL, WILL ALSO AFFECT SOME OF THESE ISSUES. (IF ASKED, POSTS SHOULD SAY THAT OFFER DOES NOT CONTRADICT OUR COMMITMENT TO NON-PROLIFERATION SINCE, IN ADDITION TO REGULAR IAEA SAFEGUARDS TO PREVENT DIVERSION OF NUCLEAR MATERIALS, WE INTEND TO NEGOTIATE BILATERAL CONTROLS THAT WILL BE CONSIDERABLY STRICTER THAN THOSE IN USUAL AGREEMENTS.)

AT UNGA, US WILL STRESS OUR CONTINUED SUPPORT OF NON-PROLIFERATION AND THE NPT AND THAT WE ARE LOOKING FOR WAYS TO GIVE NEW IMPETUS TO ADHERENCE TO NPT AND TO STRENGTHENING OF NONPROLIFERATION REGIME. WHILE US STUDYING POSSIBILITY OF MAKING ACCESSION TO NPT A CONDITION FOR RECEIVING NUCLEAR EQUIPMENT AND MATERIALS, IT SEEMS THAT UNLESS ALL SUPPLIER NATIONS WERE TO ENFORCE SUCH A CON-

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DITION, RECIPIENT NATIONS WOULD MERELY TURN TO OTHERS FOR THEIR NEEDS.

RE COMPREHENSIVE TEST BAN (CTB) WE WILL CONTINUE TO STRESS IMPORTANCE OF ADEQUATE VERIFICATION. POSTS SHOULD INDICATE OUR CONTINUING CONVICTION THAT "NATIONAL" MEANS OF VERIFICATION DO NOT YET PERMIT RELIABLE DETECTION AND IDENTIFICATION OF ALL SEISMIC EVENTS. WE STILL BELIEVE SOME INTERNATIONAL ON-SITE INSPECTION REMAINS NECESSARY TO MINIMIZE CHANCES OF VIOLATION OF A COMPREHENSIVE BAN. US-SOVIET THRESHOLD TEST BAN AGREEMENT OF 1974, WHICH PROHIBITS NUCLEAR WEAPONS TESTING OVER THE 150-KILOTON LEVEL AFTER MARCH 31, 1976, IS DESIGNED TO NAIL DOWN PRESENTLY ATTAINABLE AREA OF AGREEMENT, AND IN OUR VIEW CONSTITUTES A STEP TOWARD AN EVENTUAL CTB. IN ADDITION, US CONTINUES URGE BROADEST POSSIBLE ADHERENCE TO LIMITED TEST BAN TREATY BANNING NUCLEAR TESTS IN ATMOSPHERE, UNDERWATER AND IN OUTER SPACE.

THE AD HOC COMMITTEE ON THE INDIAN OCEAN WILL PROBABLY ADOPT REPORT BY AN EXPERTS' PANEL ON GREAT POWERS' MILITARY PRESENCE IN THE INDIAN OCEAN. ULTIMATE IOPZ RES, BASED IN PART ON COMMITTEE'S REPORT TO GA, LIKELY TO BE TENDENTIOUS.

IF QUERIED REGARDING OUR POSITION ON IOPZ PROPOSAL, POSTS SHOULD SAY WE SHARE SPONSORS' STATED FUNDAMENTAL OBJECTIVE MAINTENANCE OF PEACE AND TRANQUILITY IN INDIAN OCEAN REGION. IN THIS CONNECTION WE REMAIN CONCERNED TO AVOID COMPETITIVE EXPANSION OF MILITARY AND NAVAL STRENGTH IN THE AREA, AND AS US OFFICIALS HAVE PUBLICLY STATED, WOULD BE RECEPTIVE TO ANY REASONABLE SUGGESTIONS REGARDING RESTRAINTS ON MILITARY ACTIVITY IN THAT PART OF THE WORLD. HOWEVER, WE BELIEVE IT UNWISE TO IMPOSE, AS INTENDED BY THE ORIGINAL (1971) GA PEACE ZONE RESOLUTION, A SPECIAL REGIME OVER A SPECIFIED AREA WHICH WOULD LIMIT TRADITIONAL HIGH SEAS FREEDOMS.

WHILE WE HAVE FEW DETAILS ON IRANIAN MENFZ ITEM, IRAN APPARENTLY HOPES UNGA CONSIDERATION OF ITEM WILL FOCUS ATTENTION ON SERIOUSNESS OF POSSIBLE NUCLEAR PROLIFERATION

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IN THE REGION, HELP SHORE UP NPT, AND RESULT IN A RESOLUTION CALLING FOR STUDIES TO BE REPORTED TO 30TH UNGA. WE DO NOT KNOW YET WHAT SUPPORT INITIATIVE WILL GET FROM THE REGION ITSELF, ALTHOUGH EGYPT HAS JOINED AS A CO-SPONSOR OF THE ITEM AND IRAN HOPES TO GAIN SUCH OTHER CO-SPONSORS AS SYRIA, LEBANON AND TURKEY. US WOULD MEASURE ANY SPECIFIC MENFZ PROPOSAL AGAINST FOUR CRITERIA WE SET FORTH IN 1965: (A) INITIATIVE FOR SUCH ZONE SHOULD COME FROM THE STATES IN THE REGION CONCERNED; (B) THE ZONE SHOULD INCLUDE ALL STATES IN THE AREA WHOSE PARTICIPATION IS DEEMED IMPORTANT; (C) CREATION OF THE ZONE SHOULD NOT

UPSET NECESSARY SECURITY ARRANGEMENTS; AND (D) PROVISIONS SHOULD BE MADE FOR ADEQUATE VERIFICATION.

IF QUERIED RE MENFZ, POSTS MAY NOTE OTHER NUCLEAR-FREE ZONES (LATIN AMERICA, ANTARTICA, OUTER SPACE, AND THE SEABED) HAVE MET THESE FOUR CRITERIA INSOFAR AS RELEVANT. SO FAR, INSUFFICIENT INFORMATION AVAILABLE TO MEASURE IRANIAN IDEA AGAINST THE SAME CRITERIA.

19. STEAMROLLER TACTICS: WHILE "STEAMROLLER TACTICS" MAY NOT BE A HELPFUL WAY, IN SOME CAPITALS, TO CHARACTERIZE MANNER IN WHICH NON-ALIGNED GROUP HAS AT VARIOUS TIMES IN RECENT YEARS ADVANCED AND PASSED A NUMBER OF UNREALISTIC RESOLUTIONS, THIS IS A PHENOMENON WHICH HAS CAUSED US AND OTHER MEMBER STATES AT UN CONSIDERABLE CONCERN. WHETHER AN OVERWHELMING MAJORITY IS USED TO PROPOSE AND RAM THROUGH A RESOLUTION BY VOTE OR WHETHER IT IS USED TO OBTAIN A FALSE "CONSENSUS" ON SUBJECT MATTER ON WHICH A TRUE CONSENSUS DOES NOT EXIST -- AS IN THE CASE OF THE CONCLUDING RESOLUTION PASSED AT THE SIXTH SPECIAL SESSION -- THERE IS VIOLENCE DONE TO BOTH THE REPUTATION OF THE UNITED NATIONS AND THE IMPACT OF THE RECOMMENDATIONS OF ITS PRINCIPAL BODY, THE GENERAL ASSEMBLY.

US OBJECTIVE IS TO IMPROVE THE QUALITY, SOUNDNESS AND ACCEPTABILITY OF UNGA RESOLUTIONS BY ENCOURAGING A PROCESS OF MORE GENUINE CONSULTATION BOTH PRIOR TO VOTING OR TO CONSENSUS PROCEDURES AND, IF POSSIBLE, PRIOR TO PROPOSAL OF RESOLUTIONS. BUILDING ON DEMARCHES POSTS HAVE ALREADY

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MADE IN RESPONSE TO STATE 10405, POSTS SHOULD MAKE POINT THAT US IS ANXIOUS TO BE CONSULTED AT ALL STAGES OF UNGA LEGISLATIVE PROCESS EVEN THOUGH IT NOT A MEMBER OF REGIONAL GROUP. PRE-UNGA CONSULTATIONS ARE IN THEMSELVES AN INVITATION TO FURTHER CONSULTATIONS AND WE HOPE THAT MEMBERS OF REGIONAL GROUPS WILL BE WILLING TO SEEK OUR VIEWS WHILE THEY ARE IN PROCESS OF DRAWING UP RESOLUTIONS IN ORDER TO ACHIEVE WIDELY REPRESENTATIVE RESULT. IN DEVELOPED COUNTRIES (DCS), POSTS SHOULD POINT OUT THAT, WHILE RESOLUTIONS PASSED BY GENUINE CONSENSUS ARE VALUABLE, HARMFUL EFFECT OF ADOPTING BASICALLY DEFECTIVE RESOLUTIONS CANNOT BE OVERCOME MERELY BY STATING RESERVATIONS SINCE RESERVATIONS TEND TO BE FORGOTTEN IN SUBSEQUENT EFFORTS BASED ON CONSENSUS RESOLUTIONS (SUMMER 1974 ECOSOC SESSION IS CLASSIC EXAMPLE OF THIS). WITH DCS POSTS SHOULD MAKE CLEAR THAT WE HOPE TO AVOID, BY EARLY CONSULTATIONS, SITUATIONS WHERE WE ARE FACED BY UNDESIRABLE "CONSENSUS" PROPOSALS BACKED BY OVERWHELMING MAJORITY BUT THAT WE INCLINED TO INSIST ON VOTE IF SUCH SITUATIONS REOCCUR.

20. PROGRAM OF ACTION: ISSUES RAISED AT SIXTH DEFNAL SESSION ON RAW MATERIALS AND DEVELOPMENT, EMBODIED IN DECLARATION AND PROGRAM OF ACTION FOR THE NEW INTERNATIONAL ECONOMIC ORDER, WHICH WERE STEAMROLLED THROUGH BY THE GROUP OF 77, ARE LIKELY TO BE HIGHLIGHTED IN GENERAL ASSEMBLY AS THEY WERE IN 57TH ECOSOC JUST CONCLUDED. IT IS APPARENT THAT GROUP OF 77 IS ENDEAVORING TO ENTRENCH PROGRAM OF ACTION AS BASIC UN POLICY DOCUMENT

TO WHICH ALL MEMBERS ARE COMMITTED DESPITE NUMEROUS RESERVATIONS TAKEN BY 35 COUNTRIES ON MANY PROVISIONS OF THE PROGRAM. IN CONVERSATIONS WITH MOST GOVERNMENTS OF DEVELOPED COUNTRIES, POSTS SHOULD STRESS THAT US WILL CONTINUE TO MAINTAIN ITS RESERVATIONS TO UNACCEPTABLE PROVISIONS OF PROGRAM BY NEGATIVE VOTES, ABSTENTIONS OR RESTATEMENT OF THOSE RESERVATIONS IN RESPECT TO IMPLEMENTING AND OTHER RELATED RESOLUTIONS. WE SHOULD HOWEVER INDICATE DETERMINATION TO WORK CONSTRUCTIVELY WITH LDCS TO ASSURE PROGRESS OF PROGRAMS OF COMMON INTEREST AND IMPORTANCE TO DEVELOPING WORLD. OTHER POSTS SHOULD USE FOREGOING ON "IF ASKED" BASIS OR IF THEY BELIEVE IT WOULD

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BE PARTICULARLY APPROPRIATE IN THEIR CASES.

21. CHARTER OF ECONOMIC RIGHTS AND DUTIES OF STATES: THE DRAFT CHARTER WILL BE ONE OF MOST CONSEQUENTIAL ITEMS ON AGENDA OF 29TH GA, AT ANY RATE IF ITS SUBSTANCE IS ADDRESSED.

THERE WILL BE FURTHER PRE-UNGA NEGOTIATIONS ON DRAFT CHARTER TEXT IN EARLY SEPTEMBER AT ANNUAL SESSION OF THE UNCTAD TRADE AND DEVELOPMENT BOARD. IT IS UNCERTAIN AT THIS STAGE WHETHER THESE NEGOTIATIONS WILL BE CONCLUSIVE. IF THEY ARE NOT, FURTHER NEGOTIATIONS WILL TAKE PLACE EITHER AT THE GA OR AT SUCH FURTHER SESSIONS OF THE UNCTAD WORKING GROUP ON THE CHARTER WHICH THE GA MAY AUTHORIZE.

A KEY AREA OF CONTINUING DISAGREEMENT IS LDC CONTENTION THAT "PERMANENT SOVEREIGNTY OVER NATURAL RESOURCES" INCLUDES RIGHT UNLIMITED BY INTERNATIONAL LAW TO NATIONALIZATION OF FOREIGN PROPERTY. SIMILARLY, LDC'S HAVE INSISTED ON EXCESSIVE STATEMENT OF RIGHTS OF HOST GOVERNMENTS RESPECTING MULTINATIONAL CORPORATIONS. IN CONVERSATIONS WITH DEVELOPED COUNTRIES POSTS MAY SAY THAT ADOPTION OF CHARTER ACCEPTABLE TO US AND OTHER DEVELOPED COUNTRIES WOULD BE MAJOR STEP IN ESTABLISHING CONSTRUCTIVE GUIDELINES BETWEEN DEVELOPED AND DEVELOPING COUNTRIES IN UN FORUMS; FAILURE WOULD REINFORCE PATTERN OF CONFRONTATION REFLECTED AT UNGA SIXTH SPECIAL SESSION. WE HOPE TO REACH COMPROMISE ON ISSUES OF NATURAL RESOURCES AND MULTINATIONAL CORPORATIONS ON BASIS OF BALANCED LANGUAGE PRESERVING US POSITIONS BUT PROSPECTS ARE UNCLEAR. WE ALSO SEEK TO DELETE A SET OF CONTROVERSIAL ISSUES LARGELY EMANATING FROM THE UNGA SIXTH SPECIAL SESSION, INCLUDING PRODUCERS ASSOCIATIONS, INDEXATION OF COMMODITY PRICES, AND RESTITUTION FOR LOSSES SUFFERED UNDER COLONIALISM. OTHER POSTS SHOULD USE FOREGOING FOR GUIDANCE ON "IF ASKED" BASIS OR IF THEY CONSIDER DISCUSSION THIS TOPIC PARTICULARLY APPROPRIATE.

22. UN SPECIAL PROGRAM FOR MOST SERIOUSLY AFFECTED (MSA'S)
(A) SPECIAL FUND: INCLUDED IN SPECIAL PROGRAM FOR MSA'S ADOPTED AT SIXTH SPECIAL SESSION WAS LDC PROPOSAL TO

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ESTABLISH SPECIAL FUND TO PROVIDE "EMERGENCY RELIEF AND DEVELOPMENT ASSISTANCE." INCEPTION OF FUND'S OPERATIONS TARGETED FOR JANUARY 1, 1975 WILL REQUIRE A FURTHER GA RESOLUTION SETTING FUND'S SCOPE, MACHINERY AND MODES OF OPERATION. GA ACTION SHOULD BE BASED ON RECOMMENDATIONS BY AN AD HOC COMMITTEE OF 36 WHICH MET IN JUNE WITHOUT REACHING ANY CONCLUSIONS. AD HOC COMMITTEE WILL MEET AGAIN IN SEPTEMBER AND PROBABLY DURING GA SESSION AS WELL. US RECOGNIZES THAT CERTAIN DEVELOPING COUNTRIES WILL REQUIRE SIGNIFICANT ADDITIONAL EXTERNAL CAPITAL FLOWS ON CONCESSIONAL TERMS AS A RESULT OF INCREASED OIL, FOOD AND OTHER PRICES. BECAUSE OF THE DIMENSIONS AND IMMEDIACY OF THESE NEEDS, WE AND OTHER DEVELOPED COUNTRIES STRONGLY FAVOR USE OF EXISTING BILATERAL AND MULTILATERAL CHANNELS FOR PROVIDING AND COORDINATING ASSISTANCE. IN CONVERSATIONS IN DEVELOPED COUNTRIES YOU SHOULD POINT OUT THAT WHILE UN HAS ROLE (SEE EMERGENCY OPERATION BELOW) WE DO NOT BELIEVE UN SHOULD BE INVOLVED IN OPERATIONAL MANAGEMENT OF A NEW SPECIAL FUND FOR THIS EFFORT. (SEE STATE 166122, JULY 31) SHOULD LDCS PERSIST IN MOVING AHEAD WITH FUND IN FACE OF RESISTANCE OF POTENTIAL DONORS, WE CONSIDER IT IMPORTANT THAT FUND'S TERMS OF REFERENCE FOCUS ASSISTANCE IN MEETING IMMEDIATE BALANCE OF PAYMENTS NEEDS RATHER THAN EVOLVING INTO LONG-TERM OR PERMANENT DEVELOPMENT ASSISTANCE INSTITUTION COMPETITIVE WITH ESTABLISHED BODIES. OTHER POSTS SHOULD RAISE ON "IF-ASKED" BASIS OR IF THEY CONSIDER DISCUSSION THIS TOPIC PARTICULARLY IMPORTANT. (B) SYG'S EMERGENCY OPERATION: GA WILL RECEIVE REPORT BY SECRETARY GENERAL ON PROGRESS OF HIS EMERGENCY OPERATION AIMED AT INDUCING POTENTIAL DONORS TO TAKE EMERGENCY MEASURES, THROUGH BILATERAL OR MULTILATERAL CHANNELS, TO "MAINTAIN UNIMPAIRED ESSENTIAL IMPORTS FOR THE DURATION OF THE COMING TWELVE MONTHS." MOST DEVELOPED COUNTRY DONORS HAVE EITHER MADE SPECIFIC PLEDGES TO EMERGENCY OPERATION (WHILE NOT CHANNELING FUNDS THROUGH UN) OR ANNOUNCED INTENTION TO DO SO. FYI: US INTENDS TO REPLY TO SYG'S APPEAL PRIMARILY THROUGH BILATERAL CHANNELS. WE EXPECT PRINCIPAL US RESPONSE WILL BE IN FORM OF FOOD AID, I.E., EXPANDED PL-480 PROGRAM FOR FY 75. HOWEVER, WITH EARLIER CROP FORECASTS REVISED SHARPLY DOWNWARD AS A RESULT OF MIDDLE WESTERN DROUGHT, FINAL DECISION ON IN-

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CREASED FOOD AID IS STILL PENDING. WE HAVE ALSO REQUESTED A \$225 MILLION INCREASE IN FOREIGN ASSISTANCE AUTHORIZATION FOR FY 75, SOME OF WHICH IS INTENDED TO FINANCE FERTILIZER AND OTHER INPUTS OF IMMEDIATE BENEFIT TO MSAS. TIMING AND OUTCOME OF CONGRESSIONAL CONSIDERATION OF AID

LEGISLATION IS, HOWEVER, NOT YET CLEAR. END FYI. MAJOR QUESTION FACING US IS HOW AND TO WHAT EXTENT OIL EXPORTERS WILL PARTICIPATE IN EMERGENCY OPERATION. DONORS HAVE AGREED TO MEET WITH SYG AT MINISTERIAL LEVEL IN SEPTEMBER TO DISCUSS PROBLEMS AND ISSUES ARISING IN EMERGENCY OPERATION. ALL POSTS MAY DRAW ON THIS PARAGRAPH AS APPROPRIATE.

23. MULTI-NATIONAL CORPORATIONS (MNCs): THIS SUBJECT MAY WELL COME UP DURING THE UNGA, AS A RESULT INDIRECTLY OF REPORT OF EMINENT PERSONS ON IMPACT OF MULTI-NATIONAL CORPORATIONS RELEASED JUNE 9 OR DIRECTLY AS REFERRED TO UNGA BY RESUMED 57TH SESSION OF ECOSOC, MEETING THIS FALL. RESOLUTION ON REPORT WHICH EMERGED FROM THE SUMMER SESSION OF THE 57TH ECOSOC INVITES ALL COUNTRIES TO MAKE VIEWS KNOWN TO SPECIAL INTERSESSIONAL COMMITTEE, AND APPROVES IN PRINCIPLE ESTABLISHMENT OF PERMANENT MACHINERY TO ASSIST ECOSOC IN DEALING WITH ISSUE OF MNCs. INTERSESSIONAL COMMITTEE IS TO RECOMMEND PRIORITIES FOR PROGRAM OF WORK ON FULL RANGE OF ISSUES RELATED TO MNCs AS WELL AS FOR PERMANENT MACHINERY NEEDED TO DEVELOP PROGRAM OF WORK. COMMITTEE IS TO REPORT TO RESUMED 57TH SESSION OF ECOSOC WHICH WILL TAKE FINAL DECISION ON PERMANENT MACHINERY AND ITS MANDATE. IN CONVERSATION IN DEVELOPED COUNTRIES YOU MAY SAY THAT WE BELIEVE THE REPORT STRIKES A NEGATIVE TONE AND LACKS BALANCE WITH ITS EMPHASIS LARGELY PLACED ON RESTRICTING MNCs. REPORT ALSO REFLECTS STRONG BIAS IN FAVOR OF GOVERNMENTAL AS OPPOSED TO PRIVATE DECISION-MAKING. IT SHOWS LITTLE AWARENESS THAT PRIVATE FOREIGN INVESTMENT MUST HAVE REASONABLE RATE OF RETURN OR WILL BE WITHHELD OR WITHDRAWN. WE FEAR THAT IMPLEMENTATION OF SOME OF ITS RECOMMENDATIONS WOULD SO RESTRICT OPERATIONS OF MNCs AS TO REDUCE FLOW OF OVERSEAS INVESTMENT WITH CONSEQUENT REDUCTIONS IN RATE OF DEVELOPMENT IN LDCs. THE RESOLUTION ON THE REPORT WHICH EMERGED FROM THE SUMMER SESSION OF THE 57TH ECOSOC WAS MUCH MORE FAVORABLE

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TO OUR INTEREST THAN WE HAD EXPECTED. OTHER POSTS SHOULD RAISE ON "IF-ASKED" BASIS OR IF THEY CONSIDER DISCUSSION THIS TOPIC PARTICULARLY IMPORTANT.

24. WORLD CONFERENCES ON FOOD AND POPULATION: THE RECOMMENDATIONS WHICH WILL EMERGE FROM TWO WORLD CONFERENCES - WORLD FOOD CONFERENCE (NOVEMBER 5-16 IN ROME) AND POPULATION CONFERENCE (AUGUST 19-30 IN BUCHAREST) - MAY WELL REACH GENERAL ASSEMBLY, PROBABLY LATE IN THE SESSION. IN BOTH CASES, RECOMMENDATIONS WILL BE REVIEWED FIRST BY RESUMED 57TH ECOSOC. AMBASSADOR EDWIN MARTIN IS COORDINATING US PREPARATIONS FOR THE INTERGOVERNMENTAL WORLD FOOD CONFERENCE, WHICH WAS INITIALLY PROPOSED BY SECRETARY KISSINGER IN HIS SPEECH TO UNGA IN SEPTEMBER 1973. AMBASSADOR MARTIN WILL BE OUR DELEGATE TO FINAL PREPARATORY SESSION, OPENING IN ROME ON SEPTEMBER 16. HOPEFULLY THIS SESSION WILL THOROUGHLY WEIGH THE VARIETY OF INITIATIVES WHICH HAVE BEEN PROPOSED TO DATE AND PRESENT THE NOVEMBER CONFERENCE WITH SPECIFIC RECOMMENDATIONS ON WHICH TO FOCUS. CONSIDERABLE UNGA INTEREST IN THE ROME DISCUSSIONS IS EXPECTED. WORLD POPULATION CONFERENCE IS EXPECTED TO ADOPT WORLD PLAN OF ACTION. US HAS BEEN A MAJOR MOVER BEHIND THIS PLAN AND WILL SUPPORT IT STRONGLY IN UNGA. ALL POSTS MAY DRAW ON THIS PARA AS APPROPRIATE.

25. UN DISASTER RELIEF OFFICE (UNDRO): THE VERY SMALL STAFF OF UNDRO HAS BEEN A MAJOR CONSTRAINT ON ITS PERFORMANCE OF DUTIES ASSIGNED BY GA. IN REVIEWING UNDRO ROLE AFTER THE 57TH ECOSOC (SUMMER 1974) WE PRESENTLY BELIEVE IT MOST PRACTICAL FOR UNDRO TO CONCENTRATE ON DEVELOPING A CLEARINGHOUSE OF INFORMATION FOR THE MAJOR DONORS DURING DISASTER RELIEF OPERATIONS. NO OTHER AGENCY CAN PERFORM THIS ROLE AND ABSENCE OF SUCH A CLEARINGHOUSE HAS RESULTED IN WASTAGE OF MILLIONS OF DOLLARS DURING RESPONSES TO LARGE DISASTERS. PRIOR TO REACHING THIS CONCLUSION US COSPONSORED A RESOLUTION AT 57TH ECOSOC REQUESTING SYG INVESTIGATE FEASIBILITY OF MEASURES BEING TAKEN TO STRENGTHEN UNDRO AND REPORT TO 59TH ECOSOC (SUMMER 1975). RESOLUTION ALSO RECOMMENDS THAT 29TH GA RECONSIDER SYG REQUEST FOR ADDITIONAL STAFF, WHICH 28TH GA DID NOT ACCEPT. WE BELIEVE 29TH GA SHOULD PROVIDE UNDRO WITH INCREASE IN

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STAFF AND WE WILL URGE CONCENTRATION OF UNDR0 EFFORTS ON DEVELOPING CLEARINGHOUSE CAPACITY. WHEN UNDR0 HAS DEVELOPED ITS COMPETENCE IN THIS AREA WE WOULD HOPE UNDR0 COULD TAKE ON PRE-DISASTER TECHNICAL ASSISTANCE AND TRAINING AND COORDINATION OF DISASTER RELIEF RESPONSE BY UN ORGANIZATIONS. ALL POSTS MAY DRAW ON THIS PARA AS APPROPRIATE.

26. UN BUDGET: LAST YEAR'S GENERAL ASSEMBLY APPROVED THE FIRST UN BIENNIAL PROGRAM BUDGET, COVERING THE TWO-YEAR PERIOD 1974-1975, IN AN AMOUNT OF \$540.5 MILLION.

THIS REPRESENTED A BUDGET FOR EACH OF THE TWO YEARS OF \$270.2 MILLION. EARLY PROGNOSTICATIONS FOR C.Y. 1975 ARE THAT THIS ALREADY APPROVED 1975 BUDGET COULD BE INCREASED AT THE COMING UNGA BY AT LEAST \$55 MILLION, INCLUDING \$45 MILLION FOR INFLATION AND CURRENCY ADJUSTMENTS. GIVEN THE PROBABILITY OF THIS HUGE SUPPLEMENTAL APPROPRIATION FOR THE 1974-1975 BIENNIAL BUDGET, WE BELIEVE MEMBER STATES OUGHT TO INTENSIFY EFFORTS TO DEMAND FULL VALUE FOR THEIR ASSESSMENT DOLLAR. WE HOPE, THEREFORE, THAT OTHER GOVERNMENTS WILL INSTRUCT THEIR DELEGATIONS TO THE 29TH GA TO ASSURE THAT 1975 SUPPLEMENTAL APPROPRIATIONS ARE (A) ESSENTIAL AND (B) MINIMAL.

27. U.S. EVALUATION INITIATIVE: WE HAVE LONG BEEN AWARE OF NEED TO IMPROVE CAPABILITY OF UN SYSTEM TO REVIEW AND EVALUATE ITS ACTIVITIES AND PROGRAMS. CONCERN HAS SHARPENED AS UN SYSTEM HAS UNDERGONE DRASTIC CHANGES IN PAST TWO DECADES, RAISING EXPENDITURES OF ROUGHLY \$500 MILLION ANNUALLY TEN YEARS AGO TO \$1,400 MILLION ANNUALLY TODAY, WITH APPROXIMATELY 90 PERCENT BEING DEVOTED TO ACTIVITIES IN ECONOMIC, SOCIAL, AND HUMAN RIGHTS FIELDS. ALTHOUGH SOME UN ORGANIZATIONS ARE DEVELOPING TECHNIQUES AND MECHANISMS FOR CONDUCTING SUCH EVALUATIONS INTERNALLY, UN FAMILY AS A WHOLE LACKS A FULLY DEVELOPED COMPREHENSIVE MECHANISM FOR REPORTING TO MEMBERS ON ECONOMY, EFFICIENCY AND EFFECTIVENESS OF ACTIVITIES AND PROGRAMS FUNDED BY THEM.

THE UNITED STATES WILL PROPOSE AND SUPPORT MEASURES TO

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ESTABLISH A VIABLE EVALUATION MECHANISM FOR THE UN SYSTEM. POSTS SHOULD EMPHASIZE THAT THIS IS VITAL IF THE RESOURCES AND SKILLS CONTRIBUTED TO THE UN ARE TO BE USED EFFECTIVELY.

28. UN SALARY INCREASE: INTERNATIONAL CIVIL SERVICE ADVISORY BOARD (ICSAB) IS TO SUBMIT TO 29TH GENERAL ASSEMBLY A REPORT WITH RECOMMENDATIONS CONCERNING SALARIES AND ALLOWANCES OF STAFF IN PROFESSIONAL AND HIGHER CATEGORIES OF UN COMMON SYSTEM, TO BE EFFECTIVE JANUARY 1, 1975. RECOMMENDATIONS ICSAB WILL MAKE ARE NOT NOW KNOWN IN DETAIL, BUT WE UNDERSTAND THAT SALARY INCREASE OF SOME 6 PERCENT WILL BE RECOMMENDED. SUCH AN INCREASE WOULD RESULT IN UN BASIC REMUNERATION EXCEEDING CURRENT US CIVIL SERVICE SALARIES AT COMPARABLE LEVELS BY 31 PERCENT TO 48 PERCENT. U.S. OBJECTIVE IS TO PREVENT ANY INCREASE IN UN SALARIES AT THIS TIME. POSTS MAY NOTE THAT CURRENT UN REMUNERATION (BASE SALARY, SPOUSE ALLOWANCE, AND POST ADJUSTMENT ALLOWANCE) ALREADY EXCEEDS COMPARABLE US CIVIL SERVICE SALARIES BY 24 TO 42 PERCENT. WE BELIEVE BASIC REMUNERATION OF UN PERSONNEL SHOULD NOT EXCEED US CIVIL

SERVICE SALARIES BY MARGIN OF MORE THAN 15 PERCENT AND SHOULD BE COMPARED WITH US CIVIL SERVICE PACKAGE OF SALARIES AND EMOLUMENTS IN ITS ENTIRETY. CURRENT UN DEFICIT IS \$90 MILLION, WITH NO CASH RESERVE ON HAND. POSTS SHOULD URGE, UNLESS THERE OVERRIDING REASON FOR NOT DOING SO, THAT FAVORABLE CONSIDERATION OF ICSAB PROPOSAL BE WITHHELD AND URGENT ATTENTION GIVEN TO STEPS DESIGNED TO MAKE UN SOLVENT.

29. NATURAL RESOURCES: US RESOLUTION ON NATURAL RESOURCES, WHICH GREW OUT OF PROPOSAL MADE BY SECRETARY IN HIS SPEECH BEFOR 6TH SPECIAL SESSION OF UNGA, WOULD AUTHORIZE SECRETARY GENERAL TO APPOINT GROUP OF 20 EMINENT PERSONS TO "DEVELOP RECOMMENDATIONS CONCERNING A GLOBAL EARLY WARNING SYSTEM TO FORESHADOW IMPENDING SURPLUSES AND SCARCITIES" IN RAW MATERIALS. THIS RESOLUTION WAS DISCUSSED IN ECONOMIC COMMITTEE OF SUMMER ECOSOC IN GENEVA, TOGETHER WITH FRENCH "ECONOMIC OBSERVATORY" RESOLUTION WHICH IS SIMILAR TO OURS IN SOME RESPECTS BUT CONTAINS

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OBJECTIONABLE FEATURES AS IT STANDS). MEANWHILE PRIVATE CONSULTATIONS WERE HELD BETWEEN US AND FRENCH DELEGATIONS WITH VIEW TO MERGING TWO RESOLUTIONS. IN COMMITTEE DEBATE NUMBER OF LDC'S INSISTED THAT RESOLUTIONS (OR MERGED RESOLUTION) SHOULD PROVIDE LINKAGE BETWEEN RAW MATERIALS AND COST OF MANUFACTURES IMPORTED BY LDC'S -- CLEARLY HAVING IN MIND CONCEPT OF INDEXATION WHICH WE CANNOT ACCEPT. IN ORDER AVOID LIKELY LDC MOVE IN THIS DIRECTION, US AND FRENCH DECIDED NOT TO PRESS MATTER TO CONCLUSION AND SETTLED FOR SIMPLE DECISION FORWARDING THESE AND TWO OTHER RESOLUTIONS TO FALL UNGA WITHOUT RECOMMENDATION OR DECISION.

AT UNGA WE WILL AGAIN BE SEEKING SUPPORT FOR OUR EMINENT PERSONS RESOLUTION. AT SAME TIME, WE WILL PURSUE CONTACTS WITH FRENCH IN AN EFFORT TO REACH AGREEMENT ON MERGER. WE WILL CONTINUE TO OPPOSE AS PRESENTLY STRUCTURED THE TWO OTHER RESOLUTIONS ON NATURAL RESOURCES: A SAUDI RESOLUTION (TO ESTABLISH AN INTERSESSIONAL COMMITTEE WHICH WOULD INTER ALIA STUDY POSSIBILITY OF A WORLD CONFERENCE ON ENERGY).

FOREGOING PROVIDED TO POSTS' BACKGROUND IN CASE HOST GOVERNMENTS SHOULD RAISE QUESTION OF NATURAL RESOURCES RESOLUTIONS.

30. FOR YOUR GUIDANCE AND FOR THE PURPOSES OF THIS TELEGRAM THE LDC'S ARE CONSIDERED TO BE THE MEMBERS OF THE "GROUP OF 77" PLUS TURKEY. KISSINGER

NOTE BY OCT: POUCHED SUVA, NICOSIA, ANKARA, AND ATHENS.

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